

HOME OFFICE

Work and Vocational Training in Borstals

(ENGLAND & WALES)

*Report of the Advisory Council on
the Employment of Prisoners*



LONDON
HER MAJESTY'S STATIONERY OFFICE
1962

WORK AND VOCATIONAL TRAINING IN BORSTALS (ENGLAND & WALES)

The Second Report of the Advisory Council on the Employment of Prisoners

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(ENGLAND & WALES)

To:
The Right Hon. Henry Brooke, M.P., *Her Majesty's Principal Secretary of State for the Home Department.*

I. Introduction

1. In our last report, *Work for Prisoners*, we presented the results of some studies we made of industries in prisons. On the conclusion of these studies we turned our attention to the employment of borstal boys and the vocational training given to them during their period of detention. This report contains the conclusions we have reached.

2. We again have to record with great regret the death of a member of the Council, Mr. D. A. Beaton. He made a valued contribution to our last report as regards prison industries in Scotland. The present report is based on a study confined to borstals in England and Wales in which our Scottish colleagues did not take part. We understand that a separate report on all aspects of borstal training in Scotland is being submitted to the Secretary of State for Scotland by the Scottish Advisory Council on the Treatment of Offenders.

3. Members of the Council have visited most of the borstals and, either corporately or individually, we have discussed our subject with many members of the staff of the Prison Commission who are concerned with our subject. In addition we have had the benefit of the advice of the Director of the Boys Division of the Central After-Care Association and of probation officers responsible for the supervision of boys released from borstal.

II. Outline of existing arrangements

4. There are some 20 borstals for boys, excluding the reception centres and other specialised establishments. In 1961 the daily average population was about 4,400. No two borstals are exactly alike in the type of boy they take: there are variations according to age, maturity, criminal sophistication and other factors. Every boy is studied at one of the reception centres with a view to allocating him to the training borstal most suited to his needs. The regime varies somewhat in different borstals, although the same basic principles of training are followed in each. A brief description of these principles is given in pages 55 to 59 of *Prisons and Borstals*, published by H.M. Stationery Office.

5. A boy may be sentenced to borstal training if he is 16 years of age or over and under 21. Under the Criminal Justice Act, 1961, the minimum period of detention for boys sentenced since 2nd October, 1961, is six months and the maximum two years. They are subject to compulsory after-care for two years from their date of release. For boys sentenced before 2nd October, 1961, the minimum and maximum periods of detention are nine months and three years respectively, and compulsory after-care lasts until four years from the date of sentence.

6. Very few boys are detained for either the minimum or the maximum period. It is the average period of detention that has had most significance to us for the purpose of our study. This is about 16 months, of which about 14 months are spent at the training borstal.

7. We have been faced with very different conditions in borstals from those of which we had to take account when we were considering work for prisoners. There is no shortage of borstal officers or of working space. In consequence borstal boys can be employed for a full normal working week and there are no immediate obstacles to the efficient organisation of vocational training and other employment. It is the policy of the Prison Commission that the basis of every borstal day is eight hours' work.

8. When a boy arrives at the borstal to which he has been allocated at the reception centre, the normal practice is to put him on a work party engaged on cleaning the interior of his borstal house. He remains on this work for about four weeks. Decisions are then taken, in the light of the reception centre's report, the results of observation since his arrival and any other available information about him, as to the nature of his general training and employment during his stay in the borstal. At this stage it will normally be decided whether he should take one of the vocational training courses held at the borstal. About 30 per cent of the boys take such courses.

9. The courses operating in borstals throughout the country at the end of 1961 were as follows:

<i>Subject</i>	<i>Number of Classes</i>	<i>Number in Training</i>
Boot and Shoe Repairing	2	14
Boot and Shoe Repairing and handsewn manufacture	4	51
Carpentry/Joinery	7	129
Woodcutting Machinists	5	27
Motor Vehicle Mechanics	4	63
Engineering Fitting	2	26
Engineering Fitter Machinists	1	6
Electrical Installation	1	12
Pattern Making (Engineering)	1	18
Bricklaying	11	124
Painting and Decorating	11	138
Plumbers Work	3	39
Radio and Television	1	11
Welding (Gas and Elec. Arc)	2	22
Farming	8	132
Horticulture	6	49
Instrument Making	1	9
Bread Baking and Yeast Goods	10	46
TOTAL	80	916

10. Some borstals run courses in several of these trades, others in only a few. No borstal runs courses in every trade, or even in most of them, and only one course at a time is held in any borstal in the same trade. Each course normally lasts six months. During the balance of a boy's stay in borstal (i.e., before and after the period of his course) he will be employed either on work in the trade in which he will be (or has been) trained, or in one of the other forms of work available. These may be classified as follows:

- (a) Domestic work (other than cleaning) including work in the kitchens or laundry, and miscellaneous labouring work connected with the running of the borstal.
- (b) Farming and horticulture, i.e., work on labouring parties in the farms or gardens.
- (c) Building and maintenance work, such as unskilled or semi-skilled help in new building construction or alterations and in the maintenance of the engineering services.
- (d) Production work, usually in one of the workshops.

Boys who do not take vocational training courses may remain on the same job during the rest of their detention, but more commonly they will have one or more changes from one kind of work to another.

11. We were assured that there was no general shortage of work.

III. The purpose of work for Borstal boys

12. In paragraph 23 of our first Report, *Work for Prisoners*, we said:

"We believe, first, that the fundamental reason why prisoners should work is that every person should make the best contribution he can to the community; secondly, that suitable work, if properly organised, is a most valuable part of a prisoner's training, and, thirdly, that prisoners represent a considerable labour force which ought not to be wasted."

We consider that this applies equally to borstal boys. In both prisons and borstals the broad aim is the same: to prepare the inmates in every possible way to become good citizens. There seem to us to be two important differences between prisons and borstals. The first is that in the overcrowded local prisons it is very difficult to give much valuable training, especially to prisoners serving short terms of imprisonment. (Matters are different in the central and regional prisons). The second is that, although the great majority of borstal boys would not have received their sentences if they had not had considerable experience in crime, being still young and impressionable, they are more open than adults to such influences as can be brought to bear on their characters.

13. We are in no doubt that work, in the sense of a steady, hard day's work at a productive or otherwise useful job, which is organised efficiently on modern industrial lines, is very helpful in turning borstal boys into good citizens. But the treatment of borstal boys must aim at much more than preparation for subsequent employment: it must aim at reformation of the boys' characters.

14. In our view, however, employment can provide not only a practical preparation for getting a job on release, but also excellent opportunities for training character. We accordingly suggest that the purpose of providing work (including vocational and other industrial training) for borstal boys might be defined thus:

- (a) to prepare them for getting a job on release;
- (b) to develop their latent skills, perhaps hitherto unrecognised by the boys themselves;
- (c) to make them appreciate communication;
- (d) to teach them how to live in social groups and accept their disciplines; and
- (e) to enable them to see what contribution they can make to society.

15. We need add little about the first of these. As we have said already, the boy must be accustomed to a hard day's work. He must also be made

physically fit for it. As far as possible, he should be given work to do of a kind that will be available to him on release. And he should be given such industrial training as is practicable and will help him to get a worth-while job on release.

16. The development of latent skills clearly has a dual importance in both preparation for subsequent employment and in the training of character. During our discussions with governors and others responsible for borstal training we have been impressed by the emphasis laid upon bringing out abilities which a boy may have been unaware he possessed. In so far as his criminal activities have been a product of a feeling of inadequacy—an inability to fit into modern industrial society—a boy's discovery that he is really capable of holding a good job may help to turn him away from crime. While this factor is of particular importance to vocational training in a skilled trade, it is equally important that, if a boy not found suitable for vocational training has some capacity, however limited, for acquiring industrial skills, it should be developed by suitable training. Moreover, the acquisition of elementary skills—the ability to do things—can contribute markedly to the development of human personality and character.

17. The full appreciation of communication is something attained by few people. We were told, however, that many borstal boys are grossly incapable of understanding simple instructions and particularly the reasons for them. Vocational training and employment provide considerable opportunity for patient education in communication, especially in close contact with an instructor and workmates in relation to such matters as the use and value of the product, quality, method, difficulties and times of delivery.

18. The proper appreciation of communication is an essential first step in learning how to live in society and accept the necessary social disciplines. We were given to understand that many borstal boys have much to learn about co-operation with other people in group activities—the need to give and take. The general borstal regime is directed towards bringing these matters home to the boys, but they can particularly well be demonstrated in a workshop or work party. Much will depend upon the leader, the instructor or borstal officer, who must try to bring his personality, skill and patience to bear upon the boys in his charge.

19. Many borstal boys have been sentenced for offences which involve stealing: they try to take from society without contributing to it. Clearly they need to be taught the moral need for contributing as a condition of receiving benefits. But we also consider that they ought to be shown as plainly as possible the value of the contribution they can make through their work. Just as they may be unaware of their capacity for good quality work, so they may not realise that they can make contributions of substantial value. To impress this upon them may help in their rehabilitation. Every effort should therefore be made to demonstrate the use to which the product of their labour is put. The value of their work may be brought home to them more forcefully if they produce goods for organisations, such as hospitals, which they accept as being beneficial to the community.

IV. Value of vocational training

20. In this and the two following Sections we shall consider the provision of vocational training for borstal boys in a skilled trade. We shall then give our views on work for boys who do not receive such training.

21. The first question that arises is the value of vocational training. It is widely assumed that it must be to a borstal boy's advantage that he should be taught a skilled trade, but we have made it our business to consider how far this is true in relation to different types of boy, and whether some boys might not receive more benefit from other kinds of industrial training.

22. It can be claimed that vocational training serves very well the aims of employment that are set out in paragraph 14 above, and that in particular:

- (a) it is a good preparation for a boy's getting a worth-while job on release;
- (b) it is good general training in the use of tools and in the application of techniques which will serve a boy well in most industrial jobs;
- (c) it helps to get boys interested in and used to work; and
- (d) it is good general character training.

We shall take these propositions in turn.

PREPARATION FOR EMPLOYMENT ON RELEASE.

23. Almost without exception, borstal boys already have considerable experience in crime. Some of them have done a fair amount of honest work before their sentence, but the commonest work record is of unskilled employment with very frequent changes of jobs. The great majority of them have never settled down to one job, and very few indeed have ever begun any training in skilled work.

24. The extent to which vocational training can prepare borstal boys for getting skilled jobs on release depends on the answers to a number of questions. How many boys have the ability to learn a trade? Can useful training in a trade be given in borstals? Can the interest of incipient young criminals be aroused? Will boys who have received vocational training in borstal be able to get jobs in these trades on release?

25. At present about 30 per cent of the boys committed to borstal are given vocational training. Of these about 85 per cent pass, at the end of their courses, an internal examination set by the Prison Commission, the standard of which, so we have been informed by the Prison Commission, is not much lower than that of the Intermediate Examination of the City

and Guilds of London Institute. About 10 per cent of these successful boys also obtain passes or higher marks at examinations set by the City and Guilds of London Institute or comparable bodies.

26. We regard these figures as satisfactory evidence that a considerable minority of borstal boys have the ability to learn a trade; that useful training can be given in borstals; and that the boys' interest can be aroused. The question of openings in skilled trades on release is one which we shall consider in Section XI. It is sufficient to say here that we understand that the after-care authorities experience little difficulty in placing boys in skilled trades if they have successfully completed vocational training courses in borstals.

TRAINING IN THE USE OF TOOLS AND TECHNIQUES.

27. Many boys—indeed the majority—who have received vocational training in borstal do not enter, on release, the trades in which they have been trained. We shall consider in the next Section whether some, at any rate, of these boys should preferably be given other forms of industrial training. All we wish to say at this point is that, even for boys who do not follow these trades on release, vocational training has a considerable industrial value. It will have greatly improved the manual dexterity of many boys with no previous skill in the use of any tool, and will have given them a better insight into industrial processes. We are not going so far as to say that a course in, say, bricklaying, is the best preparation for a job in a light engineering factory, but we do say that, even from the purely industrial point of view, the course will have been far from a waste of time.

STIMULATION OF INTEREST IN WORK.

28. We also believe that a vocational training course is a good introduction to worth-while work for boys who have had little or no experience of it. Many borstal boys, perhaps the great majority, have no previous conception of the satisfaction to be obtained from doing skilled work to a high standard. Their view of work tends to be that it is a tiresome way of getting money which any intelligent person should avoid if other means present themselves. For boys with the ability to become skilled craftsmen a vocational training course can be a revelation of a new approach to earning a living.

CHARACTER TRAINING.

29. Finally we come to the value of vocational training in the development of character. Here we do not pretend to any special knowledge, but we have been impressed by the unanimity of borstal governors and others concerned with borstal boys about the value of vocational training as general character training. We have not been able to examine comparative statistics of reconvictions for boys who have taken courses and those who have not, but the Director of the Boys Division of the Central After-Care Association told us that, even if allowance is made for the fact that boys who have taken courses are of superior general ability, they do better generally after leaving borstal than those who have not.

30. There are, we understand, many ways in which vocational training can develop a boy's character. It is particularly important in the development of latent skills and the consequent possibility of changing a boy's whole outlook. If he is successful on his course, he earns what is probably his first certificate of proficiency in any activity.

31. A vocational training course makes considerable demands on a boy's intelligence and manual skill and on his capacity for application. He has to take evening classes in theory as well as working at manual techniques in the workshops. Clearly there is the danger that a boy with insufficient ability could have his sense of failure deepened, but those who overcome the difficulties can hardly fail to emerge with strengthened characters.

32. A point much emphasized by many with whom we have spoken is the benefit a boy derives from daily close contact with his vocational training instructor. From our own observation instructors seem to be men dedicated to their task and we can well believe that most boys learn much more from their instructors than technical skill. Many of the boys learn the importance of a high standard, not only of workmanship—itself very important—but also of general behaviour. While this may to some extent be true of the relationship between instructors and boys on other work in borstals, the small size—usually about twelve—of vocational training classes and the close personal attention which the instructor can give to each boy facilitates communication.

33. We conclude, therefore, that in general, vocational training is rightly regarded as a most beneficial form of training for borstal boys. This does not mean, however, that we wholly endorse the existing practice, which we will now examine in more detail.

V. Selection of boys for vocational training

34. The question whether a borstal boy should take a vocational training course is first considered during his stay of about three weeks at one of the borstal reception centres. There the case of every boy is studied intensively and he is subjected to a series of interviews and tests designed to provide as complete a picture as possible of his history, character, education and aptitudes. Among these are interviews and tests by vocational guidance officers, who ascertain whether a boy has any experience or interest in a trade, and give him a practical test in the trade of his choice to see whether he is likely to be capable of succeeding on a vocational training course in that trade.

35. When all the interviews and tests have been completed, the results are considered by an allocation board, under the chairmanship of the governor of the centre, and the boy is then allocated to whichever borstal is considered most suitable for him. Different borstals take different types of boys according to their ages, degree of criminal sophistication, intelligence, mental and emotional maturity, trustworthiness in open conditions, medical needs, etc. Among the factors considered is a boy's suitability for vocational training in a particular trade. Since there are so many other factors to be considered, however, it commonly happens that the borstal most suited to him does not run a course in the appropriate trade.

36. The final decision whether a boy is to take a vocational training course is made after he has arrived at his training borstal (i.e., the borstal where he will spend most of his period of detention). It is the practice that every boy takes a course if he is considered to have the ability to profit by vocational training, but the course will not be in the trade of his choice, or that for which he is most suited, unless there is a vocational training course in that trade in his training borstal.

37. We regret that this should be so but we recognise the difficulties involved. We accept that there are good and sufficient reasons why each borstal specialises in a different type of boy. That being so, it would clearly be impracticable for each borstal to run courses in the full range of trades: many, if not all, of the courses at each borstal would then never consist of more than one or two boys. It must, therefore, be accepted that a boy cannot necessarily be given a course in a trade of his choice, even if he is found suitable for it.

VOCATIONAL GUIDANCE AT RECEPTION CENTRES

38. In this situation a number of questions arise. We will consider first the question whether the present system of vocational guidance at the

reception centres serves a useful purpose. In practice it rarely provides information which affects allocation, but it does tell the training borstal whether a boy appears suitable for vocational training in a particular trade. This is helpful if the borstal runs courses in that trade. If it does not, there is still an indication that the boy may have the ability to benefit from a course in another trade.

39. On the other hand, there must be some disadvantage in asking a boy at the reception centre what trade he would like to learn, giving him a test in it and then telling him, sooner or later, that, though he may have been found suitable for a course in that trade, no such course is available in the borstal where he finds himself. We suggest for consideration that the vocational guidance centres would serve as useful a purpose as at present if they conducted general aptitude tests instead of the present tests in a specific trade. They would then merely report whether or not a boy had the general ability to profit by vocational training, and there would be no question of a futile test in a particular trade.

SUITABILITY OF VOCATIONAL TRAINING FOR DIFFERENT TYPES OF BOYS.

40. We turn now to the question whether vocational training is given to the right type of boy. We have not been able to undertake a lengthy and detailed case study in the hope of arriving at an authoritative answer to this question; but we have sought the views of many of those whose experience well qualifies them to give an answer, and we have studied statistics of the jobs obtained by ex-borstal boys who have received vocational training.

41. We have no reason to doubt that every boy who might reasonably be expected to profit by vocational training is given a chance on a course. The high regard in which vocational training is held by the borstal authorities makes it very unlikely that too few boys receive vocational training.

42. The only doubt we had in our minds in this connection is whether some boys who are put on courses might not have derived more benefit from some other form of industrial training. We have had before us statistics showing the occupations followed by ex-borstal boys who had received vocational training, and who had been released from borstal during a recent period of six months. Excluding those who entered the armed forces, slightly under 30 per cent entered the trades in which they had been trained. Most of the remainder elected, for one reason or another, not to enter these trades. The commonest reason was the attraction of higher immediate wages in other occupations.

43. We have already taken note of the fact that, while a boy may express at the reception centre a preference for a course in a particular trade, and may have demonstrated his suitability for it, he finds on arriving at his training borstal that no course in that trade is available. He may not be interested in the trades in which courses are available, and there may be no jobs in those trades in the area in which he lives. If he is persuaded to take

one of the available vocational training courses it is very likely that he will turn out to be one of the many who do not follow their trades on release. On the other hand, it may well be possible to give him training in semi-skilled work which will be open to him on leaving borstal. In these circumstances the question arises whether he should be persuaded to take a vocational training course. Moreover, should efforts be made to ascertain whether every boy is likely to follow his trade if given vocational training, and, if he is not likely to, should he be given it?

44. Circumstances will alter cases but we are inclined to the general view that, if a boy really has the ability to become a skilled craftsman, the advantages of his taking a course of vocational training are so substantial as to outweigh the objections. Except in the case of a few boys who have a well-founded desire to follow a particular trade, we do not place much weight on a boy's preference for one trade rather than another. We were not surprised to be told that many a boy who had to be persuaded to take a course against his initial inclination soon developed a great interest in it. As for the availability of jobs near a boy's home, there is no certainty that he will always live in the same place, or that the pattern of employment in his own area will remain unchanged. We imagine that in many cases it would be futile to try to identify those boys who would follow skilled trades if given training in them while in borstal. We accordingly consider that, despite the small proportion of boys who follow these trades on release, no attempt should be made for these reasons to give vocational training to substantially fewer boys than at present.

45. More difficult to decide is the case of a boy whose ability to succeed on a course is doubtful. We have been told that some such boys benefit from having their abilities stretched to the utmost. If the boy ultimately succeeds, so much the better; but, if it becomes clear that he will never make a skilled craftsman, from the point of view of his industrial training he would be better put to learning a job within his capacity. In such a case it is a nice decision whether the advantages of vocational training as character training are outweighed by the disadvantages of trying to teach a boy what he will clearly never learn. Moreover, his character training is likely to suffer if he becomes oppressed by a sense of failure induced by this.

46. In Section VII we recommend the introduction or development of training in semi-skilled work. This would provide better alternatives to vocational training than exist at present and it would then be for the Prison Commission to consider whether some types of boys who are at present given vocational training—the borderline cases—would not benefit more from training in semi-skilled work.

VI. Organisation of vocational training

47. In this Section we shall consider the duration and standards of vocational training courses, the number of trades in which courses should be held, and possible improvements in the training arrangements.

DURATION AND STANDARDS OF COURSES.

48. Most of the courses last six months and the aim is to bring as many boys as possible up to, or near, the standard of the intermediate examination of the City and Guilds of London Institute. This seems reasonable in all the circumstances. We certainly do not recommend any lowering of the present standards. Were it not for the difficulty of fitting longer courses into the period of a boy's stay in borstal, there might be a case for increasing the length. It should not be supposed that the present courses are anything like a full substitute for an apprenticeship training lasting five years, but they do give a boy a good start on the road towards qualifying as a skilled craftsman. So far as our technical knowledge entitles us to an opinion, we consider the courses to be efficiently run subject to such comments as we shall make.

NUMBER OF TRADES IN WHICH COURSES ARE HELD.

49. We have given some consideration to the question whether the number of trades in which courses are run should be increased or reduced. Other things being equal, it would be desirable to have a good variety of courses for boys of different aptitudes and inclinations and the tendency in recent years has been for courses in more trades to be instituted.

50. A wide variety of trades, however, gives rise to certain difficulties. The total number of courses that can be held is limited by the number of boys suitable for vocational training. It is possible either to have only a few courses in each of a relatively large number of trades, or to have a relatively large number of courses in each of a few of the most widely useful trades, i.e., those in which there are openings in many parts of the country. In other words, a wide variety of trades can be achieved only at the expense of the number of courses in each trade.

51. It has to be borne in mind that a wide variety of trades throughout the borstal system does not mean an equally wide choice for each boy. The choice for each boy is limited to the trades taught at the borstal to which he is allocated for reasons which seldom take account of his suitability for training in a particular trade. It can only be a fortunate coincidence if a boy specially suited to one of the less common trades finds himself at one of the very few (or the only) borsals where this is taught. But a course in such a trade can be provided only at the cost of not providing, at that borstal, a course in a trade which is more widely useful to most boys. It seems to us

that the greatest good of the greatest number is better served by restricting the range of trades.

52. Another advantage of this is that it would enable some borstals at least to run staggered courses in the same trade. At present a boy who arrives just too late for the commencement of a course has to wait nearly six months for the next. Staggered courses would reduce the maximum waiting period. Furthermore, concentration on fewer trades would facilitate the organisation of vocational training and thus lead to the more effective use of the available resources.

53. Later in this Section we shall emphasise the importance of providing a boy who has taken a vocational training course with suitable follow-up work in the same trade. In some trades, however, it is difficult to provide such work. If training were concentrated in fewer trades, the availability of follow-up work could be a factor in deciding on which trades to concentrate.

54. We accordingly recommend that the trades in which vocational training is given should be reviewed in the light of these considerations in order to see whether the needs of boys would not be better served by more courses in fewer trades.

MEASURES TO SUPPLEMENT VOCATIONAL TRAINING COURSES

55. There seems to us to be a tendency to regard a vocational training course as merely one of a number of different ways in which a boy will be employed during his stay in borstal. As things are at present, a boy spending a year or so in a borstal may, after an initial month on the house cleaning party, spend two or three months on the works party, six months on a vocational training course in engineering, and the remaining three months on farm work.

56. We consider that, once it has been decided that a boy will take a particular training course, his employment during the whole of his stay in borstal should be related to the trade in which he is to be trained. If the full benefits are to be obtained from vocational training, it is important to give a boy the idea, not that his course is merely an interesting way of passing part of his period of detention, but that the object of all the work he is given to do during the whole of his stay is to prepare him to become a skilled craftsman, and that the course itself fits into this pattern.

57. A boy who is to be given vocational training should begin a course as early as possible. For most boys there will inevitably be some delay. During this time every effort should be made to give a boy work connected with the trade he is to be taught. It is especially desirable that his general education, e.g., his proficiency in mathematics, should be brought up to the necessary standard during this period.

58. It is even more important that a boy's skill, experience and interest should be maintained and developed after the completion of his course. We

were concerned to find that many boys, on finishing their courses, are given quite different work until their release. We understand that boys who take courses in the building industry, for example, can be, and are, employed on work in these trades, but that suitable work in several other trades is not available. We consider that much of the value of the course will be lost if this work is not provided, and we recommend that every endeavour should be made to give boys appropriate follow-up work, either in the borstals or with private employers outside.

59. We also consider that more efforts should be made to give boys the feeling that they belong to the general body of craft apprentices, and that they are not outcasts undergoing training in a vacuum. We learned with approval that a few boys have taken part in trade exhibitions. We recommend that the possibility of associating vocational training with the work of a local technical school should be explored. If possible, borstal boys might spend, say, one day a week at such a school, where they would associate with others receiving the same training.

REFRESHER TRAINING FOR INSTRUCTORS

60. We have already expressed our high opinion of the vocational training instructors. There is, however, a real danger that they may, after working for a number of years in borstals, get out of touch with conditions and developments in modern industry. We therefore recommend that every instructor should at suitable intervals spend at least a week or two with private industry. From enquiries we have made we have no doubt that this could be arranged, and, we understand, would be welcomed by the instructors themselves.

VII. Suitable work for boys not taking vocational training

61. In the last Section we gave our views on, among other things, suitable work for boys who take vocational training courses. In this Section and in Sections VIII to X we shall consider work for the 70 per cent of borstal boys who do not take these courses.

62. We have little reason to think that the importance of providing boys with suitable work is not fully appreciated by borstal governors and others concerned but we feel we must emphasise it none the less. It is not sufficient merely to keep the boys working hard. The full value of work, as a preparation for getting a job on release and as general character training, will not be achieved unless the work is really suitable.

63. Other things being equal, the most suitable work is that which involves the sort of operations commonly found in modern industry. There are other factors, but this one is very important. Many borstal boys failed to stay long in any job before they were sentenced and have acquired neither the habit of regular work, nor any skill, nor even such industrial experience as might be expected of boys of their age. We believe that borstal training should not be considered complete unless a boy has been equipped, as far as is possible in the time available and in the light of his natural abilities, to take some kind of widely available employment on release.

64. We have considered it part of our business to investigate the kinds of jobs available in different parts of the country to ex-borstal boys, and the jobs they actually get. In this we have received much help from the Ministry of Labour and the Borstal Division of the Central After-Care Association, who reviewed on our behalf 1,000 cases, selected at random, of ex-borstal boys currently under statutory supervision. Since some of them had changed jobs during the period in question, the number of jobs exceeded the number of boys. The following table gives the result of the analysis:

UNSKILLED LABOURING JOBS

On building sites	...	...	...	...	...	432
In factories	...	...	...	...	...	198
Others	...	...	...	...	...	237
TOTAL						867

SEMI-SKILLED JOBS

Outdoor	...	...	...	...	...	128
Indoor	...	...	...	...	...	176
TOTAL						304

SKILLED JOBS					
On building sites	...	...	...	...	63
In factories	...	...	...	...	39
Others	...	...	...	...	92
TOTAL					194
OTHER JOBS	...	...	...	...	184
<i>Grand Total</i>					1,549

65. It will be seen that a little over half of the jobs were as unskilled labourers, and that a half of these were in the building industry. Although there is no definite evidence of this, it is to be assumed that few, if any, of the boys who did not take vocational training were among those who got skilled jobs.

66. Considered as preparation for getting a job on release, there is much to be said for any hard manual work which will make a boy physically fit for, and accustomed to, a labouring job in outside industry. No doubt a substantial number of boys will never, no matter what efforts are made to give them industrial training or experience, be able to cope with jobs requiring greater skills, and the best that can be done for them in borstal is to make them good, hard working, competent labourers. As such they can make a useful and rewarding contribution to society.

67. It must be remembered, however, that the table given above shows what jobs are actually obtained, not what might have been obtained if the boys had been given different work and training in borstal. We think it at least possible that, with certain changes in work and training which we shall describe, some of the boys might have got jobs more likely to hold their interest.

68. Some of the boys who at present get labouring jobs might have got semi-skilled jobs if they had been given training and experience in more skilled work in borstal. Too sharp a distinction seems to be made between boys who are considered capable of benefiting from vocational training in a skilled trade and boys who are not. There are many occupations which are not classed as skilled trades and do not make as great intellectual demands on trainees, but which are rewarding, well paid jobs involving a considerable degree of skill. Examples are the operation of mechanical plant, scaffolding, and steel bending. We recommend that consideration should be given to the introduction of training in such occupations where this would be practicable in borstals. There is also much work on which boys can learn the simpler skills. Such work includes, for example, many of the semi-skilled operations in the building industry and production work on modern machines in workshops. We shall elaborate this later in this report.

69. We believe that it is this kind of work—and there are very many jobs in modern industry which are classed as semi-skilled—which best serves the dual purpose of preparation for subsequent employment and the training of

character. All the governors, both of borstals and of prisons, with whom we have discussed employment, are agreed on the desirability of giving inmates work in which an interest can be developed, and in which a modest pride can properly be taken. As we have said earlier, one of the most important objects of work is to develop latent skill and the realisation by the boy that he possesses the ability to do a worth-while job. We must emphasise, however, that it is not sufficient to provide a boy with any job that happens to arouse his interest. The work must be representative of the kind of work that will be available to him on release.

70. One of the few certain benefits of detention in borstal is that it improves the boys' physical health. This can be attributed in part to the amount of outdoor work which is provided. It is an added value, therefore, if the work which is otherwise suitable is also outdoor work. If, however, this is its only merit, we would not prefer it to other kinds of work. Other means exist in borstals, especially physical education and sport, for improving health and we think it would be a disservice to a boy to set him to outdoor work if other work were available which was more suitable as a preparation for subsequent employment and a means of developing his character. This is a matter which we will discuss in the next Section in relation to farming.

71. Finally, we ought perhaps to repeat what was said in paragraph 34 of our first report about suitable work for prisoners, since it is of fundamental importance as regards work for borstal boys also. All work must be clearly purposeful. The boys must be able to see that the product of their labour is valuable. They must not feel that they are merely being made to work in order to pass the time.

72. The question whether particular work is suitable for borstal boys depends, not only on its nature, but also on the way it is organised. The potential value of the most suitable work can be destroyed by inefficient organisation. This is a matter which we shall consider in more detail in Section IX.

VIII. Suitability of different types of work

73. We have found the majority of work in borstals to be suitable and much of it is good and well-organised. It is our function to make such criticisms as we think are justified and such recommendations as we think will effect real improvements, but we wish to make it clear that we were favourably impressed by much that is done in borstals. We do not propose at present to recommend the introduction of any new kinds of work into borstals; we shall confine ourselves to considering the main existing types of work, assessing their value in achieving the objects we have already described, and suggesting improvements in the organisation of the work and its training content.

DOMESTIC CLEANING

74. We take domestic cleaning first, not because it is by any means the most important or valuable kind of work, but because it is the first that is given to boys on arrival in borstal.

75. As far as possible—and this means almost entirely except for administration and direction—the borstal services are manned by the boys themselves. This has advantages besides economy: it is right that the boys should feel that they are largely responsible for the state of their temporary homes.

76. We were told that it was convenient that newly arrived boys should be put to cleaning the borstal houses in which they were to live. It enabled them to settle down easily and give the staff a good opportunity of observing and getting to know them. Boys do not remain on this work more than about a month.

77. We cannot say that domestic cleaning, as at present organised, is suitable work. It appears to be a necessary chore that is made to serve a useful administrative purpose. We are not competent to say whether the purpose could be equally well served by other, more suitable, work. We are inclined to doubt whether being put on hard manual cleaning at the beginning of his stay in borstal will dispose a boy to think that he will achieve anything constructive before he leaves.

78. We do not, however, expect it to be found practicable to abolish domestic cleaning by boys. That being so, we recommend that it be converted from what has the appearance of a punitive grind to work that has a certain measure of training value. This would involve the fullest possible provision of modern equipment and machinery; instruction in efficient, labour saving cleaning; and the maintenance of a high standard of decoration and repair without which a high standard of work cannot easily be exacted from the boys. All buildings have to be cleaned and it may help some boys in sub-

sequent employment to know how it is done. Moreover, this would give the new arrivals the impression that borstals were efficient, up-to-date and practical places—an impression which may have some training value. Finally, the introduction of labour saving methods would free boys earlier for more suitable work. We would hope that the necessary observation of the new arrivals could be achieved on other work.

OTHER DOMESTIC WORK

79. In 1961, out of a daily average population of about 4,400, some 1,350 boys were employed on domestic work of various kinds. This included domestic cleaning, kitchen work, laundry work, hospital orderly duties and general domestic labouring.

80. This number is a substantial part of the borstal population. The nature of the work and its suitability vary a good deal. Some of it consists of odd jobs, such as weeding paths, which, though useful in a small way, is suited only to incapacitated or convalescent boys.

81. Kitchen, laundry and hospital work, however, we consider to be suitable work for borstal boys. Here is obviously useful work which requires varying degrees of skill, and which is a type of work widely available to borstal boys after release. There is, indeed, a considerable shortage of workers in these occupations. As far as we can tell from our limited technical knowledge of these occupations, it is well organised and the equipment is reasonably efficient and up-to-date. We consider, however, that there is scope for a more deliberate attempt to give this work a training value with a view to subsequent employment, and we recommend that the Prison Commission should consult the catering and laundry industries and the hospital authorities about the best practicable methods of training and the available openings for ex-borstal boys. We think that the boys employed on this work should be encouraged to think of it, not just as work they have to do while in borstal, but specifically as training for subsequent employment.

FARMING AND HORTICULTURE

82. There are farms attached to most borstals and even where there are not some market gardening and horticulture are carried on. About 600 boys are employed on farms and about 60 on horticulture. The farms range in size from 70 to 1,500 acres, the total being about 5,000 acres.

83. Most of the farms consist of marginal land in need of improvement. The farming policy is to carry out a wide range of activities. Vegetables are grown for consumption in penal establishments and cash crops are also grown for sale on the open market. The livestock consists mainly of dairy cattle and pigs but beef cattle and poultry are also kept. A good standard of husbandry seems to be maintained and prizes have been won at shows where borstals have entered exhibits. Modern machinery and equipment are used on the farms. The total annual value of the produce in 1961 was about £150,000.

84. Borstal boys are employed either as unskilled labourers in parties or on individual work requiring some skill. For the latter training is given which in some ways is comparable to vocational training courses. They are first taught basic farming tasks and are then given specialist training in one or other of the branches of farming. Classes are also held in matters of theory; there are ten farming classes with about 160 boys and four garden classes with about 50 boys. Lecturers in specialist subjects are obtained from outside.

85. There are nine Young Farmers Clubs in borstals with about 150 members. These take part in activities organised by the National and County Federations of Young Farmers Clubs. Boys are encouraged to take part in the proficiency tests which are organised by the National Federation, and which are recognised by the City and Guilds of London Institute. Boys who are likely to take jobs on farms on release attend day release classes.

86. It is clearly right that boys who may take up farming work on release should be given training and experience in this work during their stay in borstal. The great majority of boys working on the borstal farms, however, live in towns and are most unlikely to get farming jobs on release. Moreover, with few exceptions they are employed as unskilled labourers only and much of the work they do could, on a normal farm, be largely mechanised. In these circumstances we have had to give careful consideration to the suitability of such work for these boys.

87. The advantages claimed for farming work are as follows:

- (a) It is healthy, open air work.
- (b) It is quite a good preparation for any kind of hard labouring work.
- (c) It is useful work the practical value of which is obvious to the boys.
- (d) It widens the horizon of town-bred boys.
- (e) It has been found to have a beneficial effect on the characters of boys who had proved to be difficult, unco-operative or emotionally disturbed. We were informed that responsibility for farm animals sometimes changes the attitude of selfish, aggressive boys.

88. Most of these are substantial advantages and we have had to ask ourselves whether they are outweighed by the obvious disadvantage that farming has no value for most boys as a preparation for subsequent employment, other than as unskilled labourers. It is not necessarily the best preparation for unskilled labouring in industries other than farming, except that digging ditches in a farm has some, but not a close, similarity to, e.g., digging building foundations. On the one hand, we think that, other things being equal, it is a pity if a boy who could be taught semi-skilled work of a kind that he might get on release were to spend his time in borstal on farming work. On the other hand we do recognise that farming may be the most effective means of rehabilitating a certain type of boy and giving him some sense of responsibility and interest in work as such.

89. Our conclusion, therefore, is that, while farming work is suitable for boys who may take work on a farm on release and those whose attitude to life is likely to be favourably affected by farming work, boys capable of learning semi-skilled work in other industries should be given the opportunity of doing so.

90. In addition to work on farms owned or leased by the Prison Commission, boys are also sent out to work on nearby farms when there is unsatisfied demand for labour, as at harvest time. A few boys are sent out alone without supervision, but mostly they are sent out in parties under the supervision of a borstal officer. The farm receiving this help is required to pay to the borstal governor the standard rate for the labour.

91. In the case of boys for whom farming work is suitable we regard this as a highly desirable practice, benefiting local agriculture and giving the boys a sense of integration with the free working community. We shall make some general comments about work outside borstals later in this Section.

BUILDING AND MAINTENANCE WORK

92. The Prison Commission undertake a wide range of new building work (other than large projects which are let out to contract), improvements in existing buildings, road construction, and maintenance work of all kinds, including repairs to the fabric, painting and decorating, plumbing, heating, electrical work, etc. At each establishment this work is supervised by a senior works officer. Under him are tradesmen (trade assistants and free workmen) who are in charge of parties of boys employed as labourers, semi-skilled or unskilled, or, in a few cases, as more or less skilled craftsmen.

93. About 800 boys are employed in this way. Very few have any experience of the building trade before coming into borstal, but, if they stay on works parties for a reasonable time, many become capable of very useful work.

94. We consider this work to be highly suitable for borstal boys, fulfilling all the conditions we have suggested. As we have pointed out earlier, many ex-borstal boys get jobs in the building industry, which are plentiful in all the more populous parts of the country. A boy who spends most of his time in borstal on works parties has the opportunity to acquire a variety of the simpler skills which will make him a highly acceptable employee (subject, of course, to good behaviour) in the smaller and medium-sized firms undertaking general building work.

MANUFACTURING WORK

95. In 1961 there were about 650 boys whose work was broadly classified as manufacturing work. This is a misleadingly large figure. For example, about 100 were shown as employed in making mailbags. In fact, however, the great majority of these were so employed only while in local prisons awaiting transfer to the reception centres or while confined to cells under-

going punishment. Another large number were employed on woodchopping, which is merely a temporary occupation for boys who, for one reason or another, cannot for a short period be placed in one of the regular borstal occupations.

96. Not much manufacturing work, of the kind that forms the major prison industries, is undertaken in borstals. In 1961 carpentry shops employed 64, wire fence manufacture 40, tailoring 49, and shoe making and repairing 20.

97. Nevertheless there is much to be said for such work and little against it. It is not outdoor work and some of it is not as active as, for example, building and farming work. On the other hand, carpentry and shoe making and repairing are suitable forms of work with a potentially high training content. Many borstal boys will take jobs in factories on release and experience with manufacturing machinery can only be an advantage. If, in the light of our recommendations, it is found desirable to reduce the number of boys employed on cleaning and farming, and more follow-up work is to be provided for boys who have completed vocational training courses, there must, we think, be a considerable expansion of manufacturing work.

98. We do not think tailoring is very suitable for borstal boys, being work which is mainly done by women in outside industry. We recommend that it should be confined to prisons, where, as was stated in our first report, it has special advantages, except in so far as it provides a useful occupation for boys who are physically unfit for more strenuous work.

WORK OUTSIDE BORSTALS

99. We have already referred to the sending out of boys to help local farmers. There is also a small amount of other work done outside borstals, including river drainage work and general labouring. A noteworthy example is the employment of a few boys in mines as trainee coal-miners. All this outside work put together, however, amounts to only a very small fraction of the total borstal man-hours.

100. All work outside borstals has the considerable advantage of making the boys feel that they really belong to the whole working community. We believe that this is fully recognised by the Prison Commission, who do not neglect suitable opportunities for extending such work in consultation with the Ministry of Labour. Such opportunities are not, however, plentiful in the rural areas in which most borstals are situated. Moreover, there are not many boys whose general training and rehabilitation presents such a small problem that they can properly be allowed to spend most of each working day away from the borstal for a substantial part of their period of detention. We can only recommend the continuance of the present policy of sending suitable boys out to work wherever possible towards the end of their stay in borstal.

IX. Organisation of work

101. In this Section we propose to comment upon matters relating to the organisation of work generally.

102. It is at least as necessary in the case of work in borstals as of work in prisons that it should be efficiently organised on modern industrial lines. Without efficient organisation slackness is bound to creep in. Slackness in the standard of work required has obvious dangers; and slackness in the tempo of work means that boys will not become accustomed to a hard day's work and will less readily believe that the work they are doing is important. If the work is not efficiently organised on modern lines, the boys will not be properly prepared for similar work when they leave. Modern methods, equipment and machinery are all necessary if the work is to have its full training value.

103. We consider that a thorough review of the pattern of industries in borstals should be undertaken in the light of our conclusions about the suitability of different types of work, the need for follow-up work for boys who have taken vocational training classes, and the development of training in semi-skilled work. Account should also be taken of prison industries in order to simplify industrial management at all establishments. Some forms of employment should be reduced to the minimum. We recognise that a number of odd jobs have to be done; that borstals have no control over the size of their labour force at any time; and that inevitably there will be times when individual boys, or groups of boys, must be given temporary jobs because they cannot immediately be put on to the work most suited to them. It should, however, be fully appreciated in borstals that this is largely, if not entirely, a waste of time which ought to be spent in positive training.

104. We believe, not only that a boy should without delay be put on to the work which is most suited to him, but also that he should remain on that work for the whole of his stay in borstal unless there are compelling reasons for a change. We can imagine that a boy may show so little sign of benefiting from his borstal training that some change of treatment, including a change of work, may become imperative. In such a case we can only urge that the grave disadvantages, from the point of view of his industrial training, should be fully taken into account before a change is decided upon. There is little enough time, if a boy remains on the same work throughout, for him to become accustomed to a particular type of work and to benefit from the training that can be given to him on the job. Thus we were told that two years is the minimum period for a reasonably good grounding in the non-craft skills in the building industry. If such is not the universal practice already, we recommend that the industrial staff should be consulted before any change of work is given.

105. We understand that there is no general system of costing the work done in borstals. A cost control system for farms is in operation but this takes no account of labour costs and overheads. We consider that a general costing system would be of great assistance in assessing the efficiency of different industries in different borstals, and we recommend that the Prison Commission should consider the introduction of such a system, coupled, where practicable, with work measurement.

106. We have been told that, in some borstals at any rate, the boys' hours of work are liable to be interrupted for one purpose or another unconnected with the industrial organisation. We were told the same as regards local prisons, where great difficulty is experienced in fitting all the manifold activities into the short "prison day". In borstals, however, the day is much longer since there is adequate staff and we consider that arrangements should be made to avoid any interruption in the normal hours of work.

107. As our final point about the organisation of work, we should like to draw attention to the importance of adequate supervision in making work valuable training. We are convinced, as we have said already, that a good instructor may exert an excellent influence through his own standards of work and behaviour. For this to be done, however, the working group needs to be reasonably small. We recommend that this factor should always be borne in mind in determining the number of instructors required.

X. Industrial Training (other than vocational training)

108. In the Prison Commission "industrial training" has a special meaning, i.e., courses of instruction in a skilled trade similar to vocational training but interspersed with production work. In this report "industrial training" has its generally understood meaning, except that it excludes training in a skilled trade.

109. We have already said a good deal about the value of industrial training. In paragraphs 15 and 16 we suggested that industrial training can serve the dual purpose of helping a boy to get a good job on release and of developing his character and self-respect; and in paragraph 68 we put forward the view that more should be done in borstals to give training in simple skills to those boys who are not considered capable of benefiting from vocational training in skilled trades. In our review of certain types of domestic work, building and maintenance work and farming work we have indicated what training is being given and, where appropriate, what more might be given.

110. We now wish to make the general recommendation that all borstal work should be reviewed to see what possible training value it can have, that work which has little or no such value should be abolished wherever possible, and that the industrial training content of suitable work should be increased to the maximum. For example, those in charge of building and maintenance work may feel that their main task is to get the work done as expeditiously as possible. Since it is all necessary work, this is important; but we consider that it should be borne in mind that the prime purpose of borstals is to train the inmate, and that the work should, therefore, be so organised as to teach them the skills involved, even though, in the short run, this may slow up the work. In this connection we think that the time spent by a boy on the same work is a very relevant consideration. A works officer, or any one else responsible for getting essential work done, may reasonably argue that it is not worth his while to try to give the boys in his charge positive training if they do not stay with him for long. If, as we have recommended, however, they continue in the same work for a substantial part of their period of detention, there will be sufficient time, not only for them to receive valuable training, but also for them to become much more useful to their supervisor, who will thus feel it worth his while to give them all the training he can.

111. It is, of course, essential that boys should be trained in modern methods of work: it will do them little or no good to learn methods no longer used in outside industry. We recommend that the Prison Commission should ensure that their training is up to date by keeping in touch with outside industry, who, we are confident, will be very ready to help. As regards those

types of work in which at present there is little or no attempt at organised training, such as certain kinds of domestic work, we recommend that the industries concerned should be consulted about the most suitable methods of training. Such consultation should also facilitate the placing of ex-borstal boys in those industries.

112. The interesting suggestion has been made by one of our number that, since it is nowadays a common necessity of domestic life to have some skill as a handyman, borstal boys should be given simple training in this. We believe that the suggestion has considerable merit: after all, borstal training is the training of the whole man for modern life. Moreover, such skills may well be valuable in a boy's subsequent employment. We would, however, enter the caveat that it might be better for a particular boy to spend a long period on suitable work than to have it shortened or interrupted in order to take a training course of this nature. The course might, however, be taken in the evening.

XI. Employment on release

113. We said in paragraph 26 that we have found no evidence to suggest that boys who have successfully completed vocational training courses in borstals, and who wish to follow their trades on release, have not been able to get employment in those trades. This, of course, is of the utmost importance. Whatever general value vocational training may have, it could scarcely be reasonable to expect boys to put in much hard work in learning the intricacies of particular crafts if there was little or no prospect of their being able to put the skill they acquire to practical use in the trades on release.

114. Even though in practice the boys are able to get appropriate employment, there is no regular scheme whereby the training received in borstal is recognised as partial training in a trade. We have thought it proper to consider the possibility of such a scheme, and for this purpose we have been in touch with representatives of certain employers and trade unions. We have found on both sides of industry much evidence of sympathy for the need to give previously delinquent boys a start in a skilled trade if they have the necessary qualifications and are prepared to work hard and keep away from crime. There may still be individual employers and trade unionists who are opposed to giving such boys a chance owing to their previous records, but we are confident that, other than in respect of jobs involving an exceptional degree of trust, there is no considerable body of opinion which would deny ex-borstal boys a fresh chance.

115. We have found, however, that the age of most borstal boys on release makes it difficult to reach any formal and general agreement on their admission to apprenticeship schemes. A common requirement of these schemes is that a boy must complete a four or five year apprenticeship by the time he is 21. Many borstal boys are already 19 or 20 when they are released and some are over 21. Even if the intensive training received in borstal was accepted as offsetting part of the apprenticeship period, such boys could not complete the full training of an apprentice by the age of 21. So long as the present rules of apprenticeship remain in force, we cannot see the possibility of any general scheme for accepting ex-borstal boys as apprentices. We have to concede that it would not be right to give such boys preferential treatment over boys who had not offended against society.

116. We suggest, however, that the Prison Commission should get in touch with the national joint organisations concerned with apprenticeship and training in the different trades to explore the possibility of continued training for ex-borstal boys who have received vocational training. We also recommend that everything possible should be done to acquaint both sides of industry with the standards of training given in borstals. The training is, in our view, something of which borstals may rightly be proud, and it can only help the employment prospects of released borstal boys if the nature of the

training becomes better known. Frequent contact with the industries concerned may also help to improve the methods of training and keep them up to date.

117. As regards boys who have not taken vocational training courses, we have found that there is no general difficulty in placing boys in a wide range of industries. Some categories of employers and some individual firms decline to take boys with criminal records. Where the jobs are positions of trust, it is only reasonable that employers should at least expect evidence over a period of time that the boy has reformed his way of life. We were given to understand, however, that certain employers refuse to consider the employment of ex-borstal boys in any kind of job. We have not thought it to be part of our function to investigate this fully and we can only observe that, if this is so, the employers concerned might consider whether their practice is necessary or justifiable in view of the responsibility, which all employers and employees should share, for helping to rehabilitate incipient young criminals as honest citizens. We have no evidence that ex-borstal boys are refused admittance to trade unions because of their records.

118. We would add in conclusion that the full benefit to be derived from providing suitable work and industrial training for borstal boys can be achieved only as a result of the efforts towards a common end of a number of different authorities and individuals. The recommendations we make in this report relate mainly to action by the Prison Commission; but the rehabilitation of borstal boys depends also upon the work of the after-care authorities and the co-operation of the boys' parents, employers, and work-mates, whose attitudes can have a great effect on the ultimate success or failure of the borstal training. A united effort is needed for the sake, not only of the boys themselves, but also of society as a whole.

XII. Summary of findings and recommendations

(1). *PURPOSE OF WORK FOR BORSTAL BOYS (SECTION III)*

Work and vocational training can play an important part in the general training of borstal boys. In particular, it can:

- (a) prepare them for getting jobs on release;
- (b) develop their latent skills, perhaps hitherto unrecognised by the boys themselves;
- (c) make them appreciate communication;
- (d) teach them how to live in social groups and accept their disciplines; and
- (e) enable them to see what contribution they can make to society.

(2). *VALUE OF VOCATIONAL TRAINING (SECTION IV)*

In general vocational training is rightly regarded as a beneficial form of training for borstal boys. In particular:

- (a) it is a good preparation for a boy's getting a worth-while job on release;
- (b) it is a good general training in the use of tools and in the application of techniques which will serve a boy well in most industrial jobs;
- (c) it helps to get boys interested in and used to work; and
- (d) it is good general character training.

(3). *SELECTION OF BOYS FOR VOCATIONAL TRAINING (SECTION V)*

Consideration should be given to the substitution of general aptitude tests for the present trade tests in the vocational guidance centres.

In general, boys with the ability to become skilled craftsmen should be given vocational training; but, if training in semi-skilled work is introduced (see Section VII), some types of boys now given vocational training may be found more suited to semi-skilled training.

The number of trades in which courses are held might with advantage be reduced.

A boy taking a vocational training course in a trade should, as far as practicable, be employed in that trade during the remainder of his stay in borstal.

Vocational training should where possible be associated with the training of craft apprentices in technical schools.

Vocational training instructors should be given refresher training in industry.

(4). SUITABLE WORK FOR BOYS NOT TAKING VOCATIONAL TRAINING (SECTION VII)

Work for borstal boys should be purposeful and should either be similar to the work likely to be available to them on release, or should involve the sort of operations commonly found in modern industry.

Boys who, though unable to meet the demands of vocational training, are capable of acquiring the simpler industrial skills, should be given work in the course of which they can be taught such skills.

Consideration should also be given to the introduction of training in occupations which, though not classed as skilled trades, are rewarding, well-paid jobs involving a considerable degree of skill.

(5). SUITABILITY OF DIFFERENT TYPES OF WORK (SECTION VIII)

Domestic cleaning should be organised so as to have a real training value.

Other domestic work, e.g., laundry and kitchen work, is suitable for borstal boys but its training value should be improved.

Farming and horticulture are suitable for boys who are likely to take jobs in these industries on release, or for whom such work has a special psychological value.

Building and maintenance work is highly suitable.

Manufacturing work on which boys can gain experience with modern factory machinery is suitable and may need to be expanded to provide work for boys not suitably employed at present.

The practice of sending boys out to work for private employers should be extended wherever practicable.

(6). ORGANISATION OF WORK (SECTION IX)

As in the case of prisons, it is essential that work in borstals should be efficiently organised on modern industrial lines.

Borstal industries should be reviewed in the light of the recommendations in this report and unconstructive work with little or no training value should be reduced to the minimum.

As far as possible, boys should be kept on the same type of work throughout the major part of their stay in borstal.

The introduction of a general costing system for work in borstals would help to improve efficiency.

Interruptions in working hours should be kept to the minimum.

For work to have its maximum training value the size of the working group needs to be reasonably small.

(7). INDUSTRIAL TRAINING (OTHER THAN VOCATIONAL TRAINING) (SECTION X)

All work in borstals should be reviewed to see whether its training value can be increased and outside industry should be consulted about this.

Consideration should be given to courses in handyman training. These might be held in the evening.

(8). *EMPLOYMENT ON RELEASE (SECTION XI)*

The Prison Commission should consider getting in touch with the national joint organisations concerned with apprenticeship and training in the different trades to explore the possibility of continued training for ex-borstal boys who have received vocational training. Everything possible should be done to acquaint both sides of industry with the standards of training given in borstals, so as to facilitate the placement of boys in employment on release and to improve and bring up to date the methods of training.

There is understood to be no general difficulty in finding suitable jobs in industry for boys who have not taken vocational training courses in borstal. It is hoped that such employers who still deny jobs of any kind to ex-borstal boys will reconsider their policy.

The responsibility for rehabilitating borstal boys does not rest alone on the borstal and the after-care authorities. The boys' parents, employers and work-mates should appreciate the important part they can play.

Signed on behalf of the Council

G. W. ANSON (*Chairman*)

G. EMERSON (*Secretary*)